

**NATIONAL AERONAUTICS AND SPACE ADMINISTRATION  
LYNDON B. JOHNSON SPACE CENTER**

**JUSTIFICATION FOR OTHER THAN FULL AND OPEN COMPETITION  
PURSUANT TO 10 U.S.C. 2304(c)(1) and  
FEDERAL ACQUISITION REGULATION (FAR) 6.302-1**

**1. This document is a Justification for Other than Full and Open Competition prepared by the NASA Johnson Space Center.**

**2. The nature and/or description of the action being approved:**

This justification provides the rationale for contracting by other than full and open competition for the acquisition of an Internal Collaboration Support Platform and intermediary to provide the capability for NASA employees to collaborate within and across NASA organizations. The Internal Collaboration provider will be an intermediary between the NASA challenge owner and the NASA solver community. Specifically, NASA will promote internal collaboration and the identification of solutions to internal challenges. The proposed contract will be awarded to InnoCentive, Inc.

The proposed contract is a firm-fixed price Indefinite Delivery Indefinite Quantity contract with a proposed 5-year period of performance including one 3-year base and one 2-year option.

**3. Description of the supplies or services required, include an estimated value:**

The Internal Collaboration Support Platform provider shall supply full lifecycle support functions to NASA for an internal collaboration platform. This collaboration platform will facilitate internal problem solving and communication across the Agency by using a company developed software tool combined with the company's unique approach to problem solving. Internal Collaboration will allow NASA to leverage the breadth and depth of NASA technical expertise by offering solutions to challenges that exist in currently funded NASA projects. The support required includes: platform program management, organizational planning meetings, training, challenge drafting, execution and administration of posted challenges, and Information Technology (IT) security requirements.

The Government independent cost estimate for the Internal Collaboration acquisition is \$900,000 for the base period and \$600,000 for the 2-year option; a total not-to-exceed value of \$1,500,000.

**4. Statutory authority permitting other than full and open competition:**

The statutory authority permitting other than full and open competition for this action is FAR 6.302-1(a)(2)(iii). "Services may be deemed to be available only from the original source in the case of a follow-on contract for the continued provision of highly specialized services when it is likely that award to any other source would result in substantial duplication of cost to the Government that is not expected to be recovered through competition," pursuant to 10 U.S.C 2304(c)(1).

**5. A demonstration that the proposed contractor's unique qualifications or the nature of the acquisition requires use of the authority cited:**

InnoCentive uses a collaborative problem-solving program that connects the collective knowledge of experts from all areas of NASA using a customized, secure web-based platform developed and supported by InnoCentive. This platform provides a place for "challenge owners" (NASA employees looking for solutions or new ideas) to pose challenges to internal "solvers." The existing IT infrastructure required to support this platform was developed and maintained by InnoCentive and it is designed to work with NASA's authentication system. NASA does not own the infrastructure and the Internet Protocol rights belong to InnoCentive.

InnoCentive is the only known company that can provide the required infrastructure and personnel required to support the internal problem solving needs. Their staff has extensive experience with problem solving via "challenge development." This expertise is partially developed from their experience with web based blueprints for evolving software interfaces better known as "platforms." It is this unique experience that will be able to address the technical needs internal to NASA. This is critical for providing quality support and the necessary technical expertise through drafting and posting of a challenge to the NASA community.

Use of any other system would require duplication of work and loss of infrastructure that cannot be recovered through competition without substantial duplication of time, costs and risk to timely and successful implementation. It is estimated that recovery of the infrastructure would cost \$90,000 since the infrastructure has already been designed specifically for NASA, tested, validated and approved.

**6. Description of the efforts made to ensure that offers are solicited from as many potential sources as practicable:**

A synopsis of this action was posted on the NASA Acquisition Internet Service on January 6, 2011 to notify industry of this non-competitive action. The synopsis closed on January 21, 2011, with one response received. The response was forwarded to the technical organization for review, but was determined to be unacceptable for the work required because the contractor did not have enough expertise to perform the entire scope of the Statement of Work (SOW). The respondent's capabilities only included a proposal to enhance the area related to the identification and articulation of internal needs. The respondent recognized that they are not proposing to replace the existing infrastructure, only to complement the existing platform.

**7. Description of the market research conducted, and the results, or a statement of the reasons why market research was not conducted.**

As part of the market survey, a Request for Information (RFI) was issued on September 20, 2010. This RFI asked for capabilities for external and internal platforms. This justification applies to the internal platform. A total of six companies responded to the RFI but only InnoCentive had the required capabilities to support an internal internet based platform. As part of the initial pilot program, NASA completed a competitive procurement, NNJ10HB82P, and received two responses to the solicitation. InnoCentive was the only company that submitted a proposal that had the required capabilities to support an internal platform. The other

proposal was from Implemetrics, who did not meet all the requirements of the SOW and did not have adequate support services framework.

**8. Other facts supporting the use of other than full and open competition:**

InnoCentive developed and maintained the existing IT infrastructure to support the NASA Internal Collaboration services under NNJ10HB82P. Any course of action other than awarding to InnoCentive at this stage would create additional IT and security burdens and would not be in the best interest of NASA by resulting in unacceptable delays in fulfilling the Agency's requirements.

**9. Sources, if any, that expressed an interest in writing in the acquisition:**

See question 6.

**10. A determination by the contracting officer (CO) that the anticipated costs to the Government will be fair and reasonable:**

The CO will establish a fair and reasonable price by obtaining appropriate data for evaluation per FAR 15.402. The costs to the Government will be determined by negotiated tasks/delivery orders under the contract. Costs specific to task/delivery orders will be reviewed to reflect a fair and reasonable price. The CO will also perform a price analysis of similar services and compare the price to the initial competitive procurement to ensure a fair and reasonable price.

**11. The actions, if any, the Agency may take to remove or overcome any barriers to competition before any subsequent acquisition for the supplies or services required:**


The Agency will continue to remove or overcome any barriers to competition before any subsequent acquisition for these services are required. To do so, the procurement offices will coordinate with the CO's Technical Representative (COTR) to ensure any needs for publicizing formal RFIs and sources sought synopses are met. These postings will enable the COTR and technical community to gather crucial information regarding the options and available sources for the future testing needs of the Agency. The technical offices and COTR will continue to monitor industry capabilities by attending related seminars and industry forums. The COTR will also continue to review relevant technical journals, Government and commercial databases, and Internet resources for relevant information.

Technical Officer: I certify that the supporting data presented in this justification are accurate and complete.

  
Jennifer Fogarty  
Space Life Sciences Innovation Lead

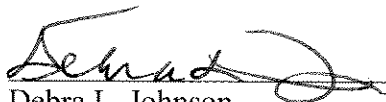
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Date

Contracting Officer: I hereby determine that the anticipated cost to the Government will be fair and reasonable and certify that this justification is accurate and complete to the best of my knowledge and belief.

  
P. Lamar Mueller  
Contracting Officer

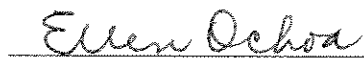
1/12/11  
Date

Concurrence:

  
Debra L. Johnson  
Procurement Officer

2/14/11  
Date

Approval:

  
Ellen Ochoa  
Center Competition Advocate

2/17/11  
Date